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CIVILIAN RESPONSE

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Office of the Coordinator for Reconstruction and Stabilization
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Message from the Coordinator



July 16, 2008, will be remembered as a watershed moment in the development of the U.S. Government's capacity to meet the security challenges of the 21st century. The launch of the Civilian Response Corps by Secretary of State Condoleezza Rice on that date marked the beginning of a major effort to hire at least 100 new members for the full-time Active Component of the Corps, and the training of up to 500 current federal employees as members of the Standby Component of the Corps. This initiative is made possible by the decision of the Congress to appropriate up to \$75 million for this purpose in the 2008 Supplemental.

Secretary Rice launched the Civilian Response Corps as an interagency organization, involving eight federal departments and agencies, but the State Department has had a pilot group of Active and Standby members for over two years. This dedicated team of rapid response professionals has deployed to crisis spots around the world, including Iraq, Sudan, Chad, Kosovo and Haiti.

Currently the majority of the Corps' Active Component members are deployed in Afghanistan, where I visited them in early July. They are doing truly vital work, assisting the U.S. Embassy and our military forces to integrate civilian and military planning processes at the national, brigade and provincial level in order to foster unity of effort in the mission to stabilize and reconstruct that war-torn country. You can read more about their efforts, and the launch of the Civilian Response Corps, in the articles which follow.

—John E. Herbst

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Launch of the Civilian Response Corps of the United States of America

In a ceremony at the State Department on July 16, Secretary of State Condoleezza Rice formally launched the interagency Civilian Response Corps. The Corps is a group of civilian federal employees and, eventually, volunteers from the private sector and state and local governments, trained and equipped to deploy rapidly to countries in crisis or emerging from conflict in order to assist with reconstruction and stabilization.

Secretary Rice stated, "Today, it is clear that managing the problems of state failure and ungoverned spaces will be a feature of U.S. foreign policy for the foreseeable future – whether we like it or not. So we must be prepared. We must invest in and build the civilian institutions to succeed in stabilization and reconstruction missions, to empower our civilians to play their part, to enable them to work better with our international partners, and to ensure that the burden on our troops is no greater than it has to be."

Because no single government entity has all of the relevant expertise, the Civilian Response Corps is a partnership of eight departments and agencies: the Departments of State, Agriculture, Commerce, Health and Human Services, Homeland Security, Justice, and Treasury, and the U.S. Agency for International Development (USAID). Senior representatives from each of these agencies, along with the Department of Defense, attended the launch ceremony. Congressman Sam Farr of California, a long-time supporter of the Civilian Response Corps, also attended.

The Director of U.S. Foreign Assistance and Administrator of USAID, Henrietta Fore, emphasized the interagency nature of this enterprise. She also highlighted the contributions of USAID to advancing U.S. foreign policy objectives and noted that, "USAID plays a key role in the Civilian Response Corps, and will have the highest number of Active Members, reflecting expertise across most sectors vital to reconstruction and stabilization."

The State Department's Coordinator for Reconstruction and Stabilization, Ambassador John Herbst, noted that "The Civilian Response Corps will allow us to move quickly to head off instability or to capitalize on the so-called "golden hour" after a conflict when the guns fall silent and the contending parties will either move towards reconciliation or slide back into warfare. The Corps will allow us to support the U.S. military where it is engaged or, by helping to stabilize a conflict in the making, to deploy civilians *instead* of the military."



Director Fore and Ambassador Herbst "inducted" Secretary Rice as an honorary member of the Civilian Response Corps

Initially, the Corps will consist of Active and Standby components. Members of the Active component have as their full-time job being prepared to deploy to hotspots around the globe on as little as 48 hours' notice. When not deployed, they are participating in exercises or attending training or helping to plan for future conflict response missions. Members of the Standby component are current federal employees who volunteer to undertake additional training and to be available to serve in stabilization missions in case of need.

John Mongan, a Foreign Service officer with the State Department and a member of the Active component of the Corps, explained that he had just returned from three months in Afghanistan, working with over a dozen Civilian Response Corps colleagues to help our Embassy set up an improved system for



planning and integrating civilian and military operations in the field. “We are committed to institutionalizing this special capability for the U.S. Government,” Mongan said, “learning from the successes, failures, valor and innovation of those who came before us in these special *civilian* operations.”

Secretary Rice noted that the launch of the Civilian Response Corps as an interagency capability was made possible by the decision of Congress to include in the Supplemental Appropriations Act of 2008 (PL 110-252) up to \$75 million in initial funding for the Active and Standby components of the Corps. These funds will allow the hiring of at least 100 new members of the Active component and the training of up to 500 members of the Standby component. In his budget proposal for Fiscal Year 2009, President Bush has requested \$248.6 million under the Civilian Stabilization Initiative (CSI) to expand the Active and Standby components to 250 and 2,000 members, respectively. CSI would also create a 2,000-member Reserve component of the Civilian Response Corps, composed of volunteers from the private sector and state and local governments who will bring additional skills and capabilities that do not exist in sufficient quantities in the federal government.

At the conclusion of the ceremony, Director Fore and Ambassador Herbst “inducted” Secretary Rice as an honorary member of the Civilian Response Corps.



Remarks by Secretary Rice

SECRETARY RICE: Thank you, Henrietta, for that very kind introduction. And I especially want to thank Ambassador John Herbst and his team for the excellent work.

I’d also like to thank distinguished member of Congress – I think, Congressman Farr -- I know you were here – there he is. Thank you very much for being here and for your extremely important support of this initiative.

And I want very much to recognize again our civilian partners from across the United States Government.

Honored ladies and gentlemen:

Thank you very much for joining us here for the launch of this very important institutional innovation for the United States of America. In the past two decades, the United States and our friends and allies have learned that one of the defining challenges in our world, now and for many years to come, will be to deal with weak and poorly governed states – states that are on the verge of failure, or indeed, states that have already failed. These crises create environments of anarchy, and conflict, and ungoverned space – where violence and oppression can spread; where arms traffickers and other transnational criminals can operate with impunity; and where terrorists and extremists can gather, and plot, and train to kill the innocent.

In a world as increasingly interconnected as ours, the international state system is only as strong as its weakest links. We cannot afford another situation like the one that emerged in 2001 in Afghanistan.

And yet, supporting leaders and citizens who seek to rebuild after conflict, to strengthen their state institutions, or at times even to build new institutions of governance that are effective, legitimate, and accountable to their people – often in a state not totally at war nor totally at peace, but where there is a continuum between war and peace – this is a mission that



requires the integration of security, diplomacy, and development.

In short, stabilization and reconstruction is a mission that civilians must lead. But for too long, our civilians have not had the capacity to lead, and investments were not made to prepare them to lead. As a result, over the past 20 years, over the course of 17 significant stabilization and reconstruction missions in which the United States has been involved, too much of the effort has been borne by our men and women in uniform.



Secretary Rice speaks at the launch of the Civilian Response Corps of the United States of America

Today, it is clear that managing the problems of state failure and ungoverned spaces will be a feature of U.S. foreign policy for the foreseeable future – whether we like it or not. So we must be prepared. We must invest in and build the civilian institutions to succeed in stabilization and reconstruction missions, to empower our civilians to play their part, to enable them to work better with our international partners, and to ensure that the burden on our troops is no greater than it has to be.

This is a challenge that we have been wrestling with for the past several years – in places like Haiti and Kosovo, and Sudan and Liberia, and of course, in Afghanistan and Iraq. In these two countries, Afghanistan and Iraq, we have tried two different approaches to stabilization and reconstruction – both of which have had strengths and significant weaknesses. One was in Afghanistan, where many countries adopted elements of the

effort to build Afghan capacity. These were welcome efforts, but I have to tell you, we are still living with some of the incoherence of that effort today. Another approach was taken in Iraq where a single U.S. government department, the Department of Defense, found it difficult to harness the full range of our capabilities to conduct development and reconstruction in the counterinsurgency environment. The truth is, no single institution of the U.S. Government can perform this mission alone.

This is why President Bush and I proposed the Civilian Stabilization Initiative, for which the President requested nearly \$249 million of funding in his Fiscal Year 2009 budget. A vital part of this Initiative is the Civilian Response Corps, which as we envision it, has three parts:

First, an “Active” component of the Civilian Response Corps, made up of 250 civilian experts who could deploy rapidly to the scene of a crisis. These individuals would coordinate a “whole of government” effort to support foreign leaders and citizens in stabilizing and rebuilding their states – and, if possible, to prevent conflict and state failure from taking place in the first place.

In addition to these first responders, we also seek to train up to 2,000 “Standby” members of the Civilian Response Corps. These are regular federal employees: doctors and lawyers, engineers and agronomists, police officers and public administrators, men and women whose skills are vital to the success of stabilization and reconstruction missions, and who would volunteer for additional training and be available in the event of a crisis.

Finally, as President Bush has called for, we seek to create a cadre of private citizen experts – a Reserve component of the Civilian Response Corps – that could contribute to stabilization and reconstruction missions.

The mission of the Civilian Response Corps is this: To build more effective partnerships among our government’s many civilian departments and agencies, among our civilian and military institutions, together with our many friends and allies abroad,



and perhaps most importantly, with foreign leaders and citizens whose countries are in crisis, or approaching crisis, and who want and need our support. Ultimately, our goal is to enable countries in crisis to transition as quickly as possible to governing themselves, sustaining themselves, and securing themselves – without U.S. or international assistance.

We are here today because Congress has appropriated funding in the 2008 Supplemental that will enable us to begin standing up the Civilian Response Corps. Members of Congress were critical in helping to bring us to this day, and I want to thank them for their support:

I want to thank especially members of the Appropriations Committees – Chairwoman Nita Lowey, Representative Frank Wolf, Chairman Frank – Chairman Patrick Leahy, and Senator Judd Gregg. I want to thank the lead sponsors of the pending authorizing legislation, Chairman Joe Biden and Senator Richard Lugar, and in the House, Representative Sam Farr and Representative Saxton. Let me also thank Chairman of the House Armed Services Committee Ike Skelton, and Subcommittee Chair Vic Snyder. And finally, let me thank Chairman of the House Foreign Affairs Committee Howard Berman, and Ranking Member Ileana Ros-Lehtinen.

Ladies and gentlemen, by creating the Civilian Response Corps, we are better preparing our country to meet the security challenges of the 21st century – challenges that call for a new generation of American civilians to step forward and serve. Many already are, and they fill our ranks here at the Department, at USAID, and at the other civilian agencies of our government. They are doing demanding, noble work, often under trying conditions, often in partnership with our men and women in uniform, and our entire nation is grateful for their service and their sacrifice.

Now we hope that other Americans will step forward, too. To the prosecutor in Phoenix who wants to help a fragile state build a new and better system of justice, to the police officer in

Philadelphia who wants to help a nation with a history of conflict build a future of law and order, to the agricultural expert in Des Moines who wants to help foreign farmers launch new green revolutions in the world's poorest countries, to all of these people, and more – the Civilian Response Corps will be a chance to serve. This will be your chance to contribute to our country's

security and to a more just and stable world. This will be the chance of Americans, and I hope they will choose to join us.

Thank you very much. (Applause.)

Ambassador Herbst Reviews S/CRS Engagement in Afghanistan

In mid-July, the Coordinator for Reconstruction and Stabilization, John Herbst, traveled to Afghanistan to review S/CRS's operations in that country. Building on its successful provincial planning effort in the fall of 2007, at the request of Embassy Kabul, S/CRS has had small Civilian Response Corps teams operating as civil-military integration cells at brigade headquarters in Jalalabad (Task Force Bayonet, the 173rd Airborne Brigade), Khost (Task Force Currahee, the 4th Brigade,



Ambassador Herbst (center in blue), Charlie Wintermeyer and Paul Kreutzer of S/CRS, and Khost PRT Staff prepare to convoy back to FOB Salerno



101st Airborne Division), and Bagram (Task Force Warrior, the 1st Maneuver Enhancement Brigade) since April. Additionally, an S/CRS planning team returned to Afghanistan in June to facilitate the development of integrated planning guidance for Regional Command East (RC-East). Ambassador Herbst met with S/CRS staff on the ground in Kabul, Bagram and Khost and received reports on their activities. He also met with senior U.S. civilian and military leaders and international representatives.

Arriving in Kabul, Ambassador Herbst was briefed by S/CRS staff members on their efforts to assist Embassy Kabul, its USAID Mission, Combined Joint Task Force 101 (CJTF-101), and Combined Security Transition Command-Afghanistan (CSTC-A) with the development of integrated national-level guidance for reconstruction and stabilization operations at the brigade and provincial level in RC-East. He met with Ambassador William Wood, Deputy Chief of Mission Christopher Dell, USAID Mission Director Michael Yates, and other members of the country team. Ambassador Wood expressed his pleasure with the work of the S/CRS teams in supporting and enhancing the overall effort to bring stability to Afghanistan.

The following day, Ambassador Herbst flew to Bagram airbase, home to CJTF-101, Task Force Warrior, and Provincial Reconstruction Team (PRT) Parwan/Kapisa. He was greeted by Major General Jeffrey Schloesser, the Commanding General of CJTF-101, and his deputy, who briefed him on current operations. Ambassador Herbst also met with the commander of Task Force Warrior, Civilian Response Corps members, and other Task Force and PRT officers. He then flew to Task Force Currahee in Khost Province, where he met with the Task Force commander and Civilian Response Corps members helping provide civilian guidance to shape the brigade's decision-making in its orders to PRTs and other subordinate units. Highlighting the interagency nature of this effort, Ambassador Herbst met with PRT Khost personnel from the U.S. Navy, Department of State, USAID, and Department of Agriculture.

After overnighting in Khost, Ambassador Herbst traveled back to Kabul for meetings with CSTC-A Commander Major General

Robert Cone, senior NATO/ISAF civilian and military leadership, as well as Christopher Alexander, Deputy for the UN Assistance Mission in Afghanistan. These meetings touched on a variety of issues, including international coordination and efforts to support the Afghanistan Government's implementation of the Afghanistan National Development Strategy. Finally, Ambassador Herbst visited the Afghanistan Counterinsurgency (COIN) Academy at Camp Julien, where he was able to see first-hand a very innovative approach to improving COIN operations from the bottom up in a training environment that freely mixes ISAF officers and Afghan government officials.



Ambassador Herbst's (in blue) discussion with the Khost PRT, 9 July 2008

Ambassador Herbst called the trip a good opportunity to review the important work being done by S/CRS teams on the ground to help bring together civilian and military planning processes, and to consult with Ambassador Wood and other senior civilian and military officials on the way forward. He noted that "The planning team has been fully integrated into the Embassy in Kabul, and the work they are doing in linking civilian operations in all PRTs is . . . essential to our efforts." He added that "The cooperation with the military that I observed on the ground is superb." Ambassador Herbst expressed gratitude for the welcome accorded to the S/CRS teams by their State Department and USAID colleagues as well as by the military, who clearly value the U.S. civilian presence in the field as vital to our success in Afghanistan.



Deputy Coordinator Attends Cartagena Conference



S/CRS Deputy Coordinator Larry Sampler gives remarks at the "International Meeting on Interagency Coordination IV"

S/CRS Deputy Coordinator Larry Sampler gave remarks at the "International Meeting on Interagency Coordination IV" in Cartagena, Colombia. The conference was co-sponsored by U.S. Southern Command (SOUTHCOM) and the Colombian government's Center for Coordination of Integrated Action (CCAI). As reported in the previous issue of *Civilian Response*, the CCAI was established by Colombian President Uribe to coordinate military, police, and civilian social service activities in areas of the country previously controlled by illegal armed groups. Conference presenters outlined the details of the very successful model that Colombians have created, and many described it as a potential example for other governments worldwide that are facing insurgency challenges. Deputy Coordinator Sampler offered his congratulations on the success of the new Center, and encouraged the Colombians to ensure a future for CCAI's capacity beyond any one government administration. President Uribe closed the conference with an hour-long discussion with conference participants, Center staff and government ministers.

The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) will be contributing to USAID's ongoing work with CCAI

in order to document lessons learned and apply them to their future operations and planning.

International Seminar on "Comprehensive Approach"

Ambassador John Herbst led a U.S. delegation to Helsinki on June 17, 2008 to represent the United States Government at a Finnish-hosted seminar on what Europeans call "comprehensive approach" (usually referred to as "whole of government" in the U.S.) to crisis management. The goal of the event was to facilitate a high level dialogue to educate and share information among senior leaders to advance implementation and sharing of learning on respective efforts in this area.



Ambassador Herbst (right), head of the U.S. delegation to an international seminar on the "comprehensive approach" in Helsinki, Finland

The U.S. fully supported the Finnish initiative, particularly in view of the leadership Finland has shown in international crisis management. In addition to Ambassador Herbst, the U.S. delegation included U.S. Ambassador to Finland Barbara Barrett; USAID's Senior Counselor for Civil-Military Affairs Dawn Liberi, S/CRS Deputy Director for Civil-Military Affairs and Planning Matt Cordova; General James Mattis, Commander of U.S. Joint Forces Command; and Deputy Assistant Secretary of Defense for



Partnership Strategy Greg Gross.

Finland structured the seminar based on three sessions: Trends of existing multidimensional crisis management initiatives, Common challenges and shared opportunities, and the future of the Comprehensive Approach.

Seminar participants included senior representatives from thirteen European countries as well as the U.S., Canada, Japan, the UN, EU, NATO, and the Organization for Security and Cooperation in Europe. Nations highlighted diverse, yet converging efforts to develop and implement various forms of a comprehensive approach nationally and in regional organizations, and to coordinate such efforts with other actors within the international system and on the ground in complex operations. Participants discussed the importance of civilian-led interagency planning in capitals and the field, efforts to build civilian planning and expeditionary capacity, and overcoming national organizational obstacles to better integration. Participants also benefited from the lessons derived from the Multinational Experiment 5 effort, which focused on the comprehensive approach.

The seminar achieved its objectives by promoting high-level dialogue on different national and multinational efforts to develop and implement a whole of government or comprehensive approach for crisis management. The seminar also provided a useful venue for the U.S. to highlight progress in the implementation of National Security Presidential Directive 44. Ambassador Herbst highlighted the Civilian Response Corps, and General Mattis explained DOD's supporting role in implementing NSPD-44 and building civilian capacity. A number of nations were complimentary of the U.S. effort underway, citing areas of real world collaboration and impact being made by S/CRS and our interagency and multinational partners. Senior leaders agreed to convene a follow up seminar in Norway during the fall of 2008, with a focus on efforts to apply the comprehensive approach in Afghanistan and international efforts to support the government and population there.

U.S. Foreign Assistance: An Essential Tool for Conflict Prevention and Response ***- Henrietta Fore***

The inauguration of the Civilian Response Corps (CRC) on July 16 by Secretary of State Condoleezza Rice was a welcome occasion for the U.S. government's foreign assistance apparatus.



This corps of "first responders," which will reach 250 when the Civilian Stabilization Initiative proposed by President Bush is fully funded, represents a commitment by the United States to play a leading role in mustering a rapid and comprehensive response to crises throughout the world. Our team of development professionals at the U.S. Agency for International Development (USAID) and the Office of U.S. Foreign Assistance view this as the latest of several strategic steps to strengthen the integrated, "whole of government" approach to U.S. national security.

Two decades ago, the Goldwater-Nichols Act began dismantling cultural barriers and obstacles among the uniformed services. Today, the rationale to expand the intent of the Goldwater-Nichols Act beyond the uniformed services – to bring about such innovations as the Civilian Stabilization Initiative and to promote civilian and military collaboration – has never been more compelling.



For the United States to promote its democratic ideals and prevail against terrorists and other adversaries, it will require an integrated strategy that employs all the elements of U.S. national power. USAID, State and the Defense Department are only three of the interagency partners in this historic effort. Along with the expertise housed at the Departments of Agriculture, Commerce, Health and Human Services, Homeland Security, Justice and Treasury, our efforts in establishing the Civilian Response Corps will help to ensure countries in the midst or on the brink of crisis can emerge stronger and more self-reliant.

Back in 2006, Secretary Rice created a new position – Director of U.S. Foreign Assistance – and mandated that it be held by USAID’s Administrator as a way to better integrate financial and management functions between the agency and the State Department.

This year, USAID launched the Development Leadership Initiative (DLI) – an ambitious effort to rebuild the agency’s professional staff. If Congress fully funds the DLI, USAID will be able to hire 300 Foreign Service Officers – above attrition – in fiscal year 2009, a 30 percent increase in our Foreign Service workforce. This will come not a moment too soon in regard to America’s national security requirements. To provide the essential strategic thinking, operational management, and results-oriented action for our worldwide programs, we need a larger contingent of professional Foreign Service Officers.

Recently I had the privilege of administering the oath of office to the first class of new officers under the DLI. More than one third of this group will specialize in crisis management, stabilization, and governance. With far-ranging international experience and language proficiency, this new group of Foreign Service Officers is another piece of the U.S. strategy to expand our foreign assistance resources.

Another effort necessary for our effectiveness is improving understanding and cooperation between USAID, State, and the

military. American success in complex reconstruction and rehabilitation environments depends on the ability of both the civilian and military agencies to plan jointly and respond quickly. The Civilian Stabilization Initiative and other interagency projects spearheaded by State’s Office of the Coordinator for Reconstruction and Stabilization (S/CRS) are vital contributions to this effort.

USAID has played an active role in these projects and has also established an Office of Military Affairs that includes career agency personnel and military officers from various combatant commands. This office coordinates USAID communications and joint training with the Department of Defense, and advises our missions and bureaus on civilian-military activities. In turn, USAID has trained over 2,000 military personnel in conflict assessment and taught them about the agency’s role in stability and reconstruction efforts.

In Afghanistan, USAID officers serve side by side with military and State Department officers in Provincial Reconstruction Teams (PRTs). PRTs have been working in Afghanistan since the end of 2002, and are designed to improve security, extend the reach of the Afghan government, and facilitate reconstruction in priority provinces. Today these teams remain an important vehicle to deliver U.S. and international assistance outside of Kabul, particularly in unstable provinces. PRTs are working with local governments and communities to help them rebuild their country by repairing schools, equipping medical facilities, building roads, and providing professional training. And, our USAID field officers regularly meet with Afghan provincial leaders to stress the important role that local officials can play in fighting corruption and bringing economic prosperity to their citizens. In Iraq, USAID’s PRT members are providing assistance to provincial governments in their democracy-building efforts; helping entrepreneurs create jobs by providing micro-loans, grants, and technical know-how; and encouraging reconciliation between the country’s ethnic groups.



Also, for the first time USAID senior development advisors are working at the Pentagon and in five of the Defense Department's regional military headquarters -- the U.S. Africa Command (AFRICOM), U.S. Special Operations Command, U.S. European Command, U.S. Central Command, and U.S. Southern Command. An advisor from USAID will soon join the U.S. Pacific Command as well. USAID and State personnel have been heavily involved in the preparations and mission analysis for AFRICOM, and we are particularly eager to see the evolution of this model for civilian-military cooperation.

Whether in coordination with the military or in purely civilian operations, USAID and the Department of State are committed to strengthening the capacity of the United States to bring all elements of our national power to bear in an integrated manner to promote the interests of the American people.

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Henrietta Fore is the Director of U.S. Foreign Assistance and the Administrator of the U.S. Agency for International Development

Comings and Goings

With deep appreciation for a job well done, we bid farewell to the following members of the S/CRS family who have moved on to new challenges and opportunities:

- ◇ Anne Bodine
- ◇ Don Boy
- ◇ Don Braum
- ◇ Oscar DeSoto
- ◇ Greg Garramone
- ◇ Deb Grout
- ◇ Elizabeth Martin
- ◇ Tom Moore
- ◇ John Winant

We also extend a warm welcome to these new members of the S/CRS team:

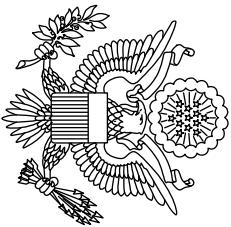
- ◇ Dena Brownlow
- ◇ John McNamara
- ◇ Nicole Otallah
- ◇ Beth Poisson
- ◇ Jeff Vick

Featured on the cover: Secretary of State Condoleezza Rice, Coordinator for Reconstruction & Stabilization John Herbst, and Active member of the Civilian Response Corps John Mongan speak at the launch of the Civilian Response Corps.

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